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ABSTRACT

This report addresses a number of critical issues and recommends a variety of steps designed to enable the entire community of Illinois higher education, public and private, to respond. Study committees were appointed by the Board of Higher Education to investigate the following areas: admission and retention of students; institutional size and capacity; teacher preparation; social work education; public administration; legal education; graduate education in the social sciences, engineering, business, biological sciences, physical sciences, mathematics, computer sciences, the humanities and arts, and agriculture; library facilities; community services and continuing education; social justice and higher education in Illinois; higher education and urban poverty; and preparation of junior college teachers. The Board approved all of the recommendations of the staff as they appear in the report. (HS)

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STATE OF ILLINOIS
BOARD OF
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MASTER PLAN-
PHASE III

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A MASTER PLAN-PHASE III

for higher education in Illinois

an integrated state system

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A MASTER PLAN
for higher education in Illinois

PHASE III - An Integrated State System

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500 Reisch Building
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May, 1971

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Social Justice and Higher Education in Illinois

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HIGHER EDUCATION AND URBAN POVERTY: The Role of the Public System in Illinois in Community Service Involvement

Mrs. Doris B. Holleb,
Center for Urban Studies,
University of Chicago

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INTRODUCTION

BACKGROUND

There are more than 120 public and private colleges and universities in the State of Illinois. Congruently, the first master plan for Illinois higher education, Master Plan-Phase I, emphasized the need for planning by virtue of the sheer number of institutions. "But of greater moment," the document said, "is the rapid expansion that already has taken place and the further growth that lies ahead."

The years since that statement was written indeed have been characterized by spectacular and unparalleled growth. In 1960, the total public college and university enrollment was 96,000 students. By the fall of 1970, the enrollment had risen to 325,000 students, an increase of approximately 338 percent. The appropriations for public higher education in Illinois inevitably experienced comparable growth; the 1961–1963 biennial appropriation was $255,000,000; the total figure for fiscal year 1971 was $643,000,000—more than two and one-half times the amount spent in the two-year period a decade ago.

The statute that created the Board of Higher Education specifically requires the preparation of a master plan for Illinois higher education that will take into account the various roles that can be enacted by the public universities, the nonpublic colleges and universities, the public and private two-year colleges and other educational enterprises. Today, after the first two master plan phases, higher education is confronted by an array of demands and constraints that signal the great need to utilize more effectively all existing resources available to the people of this State. Among the most urgent of these critical factors are:

1. The demands for new levels and new kinds of accountability by various public bodies and by students and the citizenry.
2. The growing realization that financial resources, State and federal, will be limited in the 1970's.
3. The fact that 1980 marks an enrollment peak in a curve that by 1986 will have dipped to 1976 levels.
4. The market imbalance between graduate degree production and oversupply in numerous areas and critical shortages in others.
5. The almost universal financial and enrollment shortages of the private colleges and universities.
6. The duplication of effort and programs among all institutions.

7. The growing demands for new kinds of educational experiences for new types of students—those who previously have been untouched by education by virtue of age, geographic area, or disadvantaged economic or educational status.
8. The increasing need for higher education to approach more sensitively and directly, through applied research and public service activities, the solutions to the significant problems that face society.

NEW STUDY

These factors which lead Master Plan-Phase III to pursue the development of an integrated system of higher education in Illinois necessarily impinge on the scope and mission of our institutions. The completion of the first two phases of master planning, emphasizing, as they have, the delivery of under graduate education, left a logical area to be explored in the third phase of planning, namely graduate and professional programming and planning.

The item to the Board in September, 1967, that opened the inquiry for Phase III reported: "It (Master Plan-Phase III) would assess graduate and professional education within the State and plan for an efficient but adequate number and variety of programs to accommodate the future needs of the State and its population. It would utilize wherever possible the staff's continuing projects and studies in order to provide the broadest possible orientation and integration with past and present planning efforts. It is anticipated that long-range plans may be made to determine the consolidation or expansion of existing programs, the need and location of additional programs, and proposals for the improvement of current programming, including the possibility of cooperative or integrative services among the institutions."

Six questions were listed as critical to the inquiry:

1. What are the dimensions of present graduate and professional programs in Illinois higher education? Is Illinois producing its proportionate share of personnel?
2. What is the productivity of the State in terms of graduates and degrees? What are the successes and shortcomings of graduates? Where are needs most critical?
3. How can present graduate and professional programs be improved? Are current programs geared to the needs of society?
4. If productivity is not adequate, should existing programs be expanded or new facilities developed? If new facilities are established, where should they be located?

5. What are the major problems confronting educators in these fields of study? What solutions are being applied or considered?
6. How can the State achieve the greatest effectiveness in the utilization of existing resources? What innovative means are possible to obtain more programming or service without diminishing quality?

CONTINUING OBJECTIVES

As in the case of Board planning in the past, study committees were appointed to consider the above and related questions. These committees numbered eighteen and involved more than 260 individuals from across the State. The committees were designated as follows:

Committee B – Admission and Retention of Students
Committee L – Institutional Size and Capacity
Committee Q – Teacher Preparation
Committee R – Graduate Education in the Social Sciences
Committee S – Social Work Education
Committee T – Public Administration
Committee U – Legal Education
Committee V – Graduate Education in Engineering
Committee W – Graduate Education in Business
Committee X – Graduate Education in Biological Sciences
Committee Y – Physical Sciences, Mathematics, Computer Sciences
Committee Z – Graduate Education in the Humanities and the Arts
The Library Committee
Graduate Education in Agriculture
Community Services and Continuing Education
Social Justice and Higher Education in Illinois
Higher Education and Urban Poverty: the Role of the Public System in Illinois in Community Service Involvement
Preparation of Junior College Teachers

Later in the planning process, the several systems and their constituent campuses were asked to prepare ten-year plans projecting the aspirations and growth patterns of the campuses. These reports, while not in fact a part of Phase III, offered considerable data for further consideration of the critical question of scope and mission.

Following the dissemination of the initial draft of Phase III, nine public hearings were held around the State, at DeKalb, Macomb,

Charleston, Urbana, Normal, Chicago, Edwardsville, Carbondale, and Springfield. Testimony from 338 persons was taken. Five advisory groups considered the proposals, the Nonpublic Institutions Advisory Committee, the Citizen's Advisory Committee, the Faculty Advisory Committee, the Student Advisory Committee and the Commission of Scholars. In addition, each governing system and the Junior College Board developed and presented analyses and recommendations.

The second draft of Phase III was prepared by the staff as a result of the public hearings, meetings with the advisory groups, correspondence, and the comments from the governing systems and the Junior College Board. The Board of Higher Education met May 4 and 5, 1971, to consider the second draft. Each recommendation was discussed and considered and in some instances modified. The Board approved all of the recommendations as they appear herein. The comments are the responsibility of the staff guided by instructions from the Board to make the comments compatible with the tenor of the recommendations. However, in Chapter 2, the Board adopted the specific language which seeks to define the scope and mission of the several universities.

It was gratifying to members of the Board that support for Phase III came from the first executive director of the Board, Dr. Richard G. Browne, of Normal, a pioneer in the field of coordination of higher education in Illinois. Dr. Browne testified that Phase III conforms to the three principles that have guided master planning in Illinois since the creation of the Board a decade ago:

1. Preservation of diversity
2. Promotion of flexibility and adaptability
3. Prudent financial determination of priorities

Dr. Browne concluded that "The State of Illinois, and its institutions of higher education, have been well served by the changes wrought by both earlier plans. I am convinced this also will be the case with Master Plan-Phase III."

PHASE III HIGHLIGHTS

Highlights

Master Plan-Phase III addresses a number of critical issues and recommends a variety of steps designed to enable the entire community of Illinois higher education, public and private, to respond. These recommendations in summary would:

1. Develop recommendations to establish an integrated system of higher education, one statewide network, calling upon and utilizing to the fullest extent possible the resources of public and private colleges and universities.
2. Establish a task force to study and to the extent possible recommend implementation of a Collegiate Common Market to facilitate the sharing among institutions of programs, facilities, and staff, with maximum ease of transferability throughout the system.
3. Designate seven public universities to serve as the locus of development for Ph.D. programs in the State system.
4. Determine the mission of the several institutions which would:
   A. Preserve diversity to meet diverse needs.
   B. Provide new emphasis for teaching, public service, and continuing education.
   C. Define the particular planning guidelines for the campuses.
5. Establish enrollment planning maximums for all public colleges and universities.
6. Establish an advisory committee to the Board of Higher Education to develop recommendations for the implementation of a State learning resources network.
7. Develop and implement a statewide computer network.
8. Restrict development of new graduate programs, concentrate on using current programs, and require clear evidence of need before additional new programs are approved.
9. Examine current graduate programs that contribute to oversupply and advise governing boards of findings.
10. Initiate the review of existing graduate programs to ascertain priority and maintain quality.
11. Institute a reexamination of teacher preparation and freeze current enrollments pending results of the study.

12. Encourage the development of programs in the humanities and arts that will deal with the quality of life.
13. Encourage the development of programs in the social sciences with heavy emphasis on problem solving; establish a Social Problems Institute.
14. Establish a Science Research Foundation to support appropriate research.
15. Encourage new programs of continuing education that will provide new educational experiences to those for whom education was previously unavailable by virtue of age, geographic area, or economic or social disadvantage.
16. Emphasize the use of intern and work-study programs.
17. Undertake a major study, under the auspices of the Board and the Illinois State Scholarship Commission, of the need for and the means of providing financial aid to graduate and professional students.
18. Implement the Doctor of Arts program on an experimental basis.
19. Establish a law school at Southern Illinois University.
20. Establish a commission to assess the quality and academic effectiveness of the several laboratory schools.

Chapter 1

AN INTEGRATED STATE SYSTEM

A — Recommendations

1. **Develop recommendations to establish an integrated system for Illinois higher education, public and private, to ensure maximum utilization of the resources of both.**
2. **Take into full account, among other factors, the capacity of the private sector in the assessment of need in the evaluation of demand for programs.**
3. **Explore with the governing systems new delivery systems to address the problems raised in the Carnegie Commission's report, *Less Time, More Options: Education Beyond the High School*, and other pertinent problems.**
4. **Establish a task force to study and to the extent possible recommend implementation of a Collegiate Common Market that utilizes the existing and developing resources of the public and private sectors to broaden and maximize educational opportunities and reduce duplication.**
   A. **The Board of Higher Education will give high priority, in its review of new and existing programs, to those programs that reflect efforts toward interinstitutional cooperation.**
   B. **The task force will consider alternative mechanisms for the operation of the Collegiate Common Market including as one alternative, the establishment of regional councils.**
5. **Encourage the institutions to broaden their service as cultural-educational centers for Illinois communities. The Board will give high priority to new and existing programs that accomplish this purpose.**
6. **Develop common market arrangements in the health education fields, in conjunction with the Health Education Commission.**

B — Comment

The principal stated rationale for the establishment of the Board of Higher Education is to develop and implement a coordinated system of higher education in Illinois. The decade since the inception of the Board has seen a critical attention to growth essential to meet the population increase and the significant expansion in the college-going rate.

The time for growth now measured by an intense examination and utilization of present resources is here. The integrated system suggested in this plan stresses the advantages of administrative decentralization and coordinated planning with concentration on the maximum utilization of resources. The integrated system calls upon each college and university to develop those areas where it can be superlative and distinctive. It is the unique contribution of each campus which creates for the State the integrated whole. That whole is unquestionably greater than the sum of its parts if the State's coordinating and planning mechanism can assure the complementary nature of the system. If not, Illinois does not have a system of higher education but, a series of entities, relatively isolated from one another.

The Board cannot become a highly centralized, bureaucratized agency in the State higher educational system and hope to preserve the kind of institutional diversity which will make the system great. At the same time, the institutions need to acknowledge that coordinated planning at the State level requires the divestiture of the traditional academic aspiration to be comprehensive at the doctoral level. Resources and new demands simply will not permit it.

Coordinated planning requires extensive consideration of the aspirations and capabilities of the numerous components of the system, much of which will be provided by the colleges, universities and the governing boards. Coordination of effort is imperative. The traditions and histories of the institutions will be touched as each moves into relatively new arenas of interinstitutional activity.

Higher education is being called upon to consider new patterns of education, and new delivery systems. Colleges and universities, as an integral component of the entire educational process, are charged to be more concerned with inclusion than exclusion—inclusion of a wider range of students of all ages and backgrounds.

The community college system, designed in Phase I, is such a step, broadening educational opportunities for vast new numbers of students. The upper-level institution is a second new delivery system emerging, as it has, from Phase II.

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NEW DELIVERY SYSTEMS

Several of the major themes of the Special Report and Recommendations by the Carnegie Commission on Higher Education, *Less Time, More Options: Education Beyond the High School*, need attention. These themes include:

> Young people should also be given more options: (A) In lieu of formal college; (B) To defer college attendance; (C) To step out from college in order to get service and work experience; (D) To change directions while in college.
>
> Opportunities for higher education and the degrees it affords should be available to persons throughout their lifetimes, and not just immediately after high school.
>
> More educational, and thus career, opportunities should be available to all those who wish to study part-time or return to study later in life, particularly women and older persons.
>
> Society would gain if work and study were mixed throughout a lifetime, thus reducing the sense of sharply compartmentalized roles of isolated students vs. workers and of youth vs. isolated age.
>
> The sense of isolation would also be reduced if more students were also workers and if more workers could also be students; if the ages mixed on the job and in the classroom in a more normally structured type of community; if all members of the community valued both study and work and had a better chance to understand the flow of life from youth to age. Society would be more integrated across the lines that now separate students and workers, youth and age.[1]

Clearly, if higher education responds to any or all of these themes in the traditional unilateral manner, the costs will be excessive and the results less than satisfactory.

Many of the substantive Master Plan reports, the significant impact of which is reflected throughout this document, recommend collective projects, collaborative enterprise, better utilization of resources, consortia, and complementary development among all of Illinois colleges and universities. This plan supports these objectives and accords interinstitutional programs a high priority throughout the State. In this context, the private sector must be strengthened if it is to be a viable partner in this cooperative endeavor.

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[1]Carnegie Commission on Higher Education, *Less Time More Options: Education Beyond the High School* (New York: McGraw-Hill 1971), pp. 1–2.

A COLLEGIATE COMMON MARKET

In the face of these constraints and pressures, a new pattern of delivery is recommended: a Collegiate Common Market that utilizes the total resources of higher education, public and private. A Collegiate Common Market emerges initially with regional possibilities, but it has a statewide potential. Colleges and universities are scattered across the State, many within a short distance of at least one other institution. In a number of instances there are separate campuses in the same or adjoining communities. Every conceivable combination exists. (See maps and legends at the end of Chapter 1.)

A Collegiate Common Market is one mechanism for the operation of the integrated system. It does not suggest that individual colleges and universities yield their local and particular distinctions. In fact, it is the considerable diversity among Illinois institutions that make the State an attractive arena for an operative common market. The fact that different institutions do different things well and no institution does all things superlatively makes it appropriate to develop one educational marketplace among the many campuses.

Inherent to the common market concept is the diminution of traditional barriers among the institutions. It can also be the vehicle for the university without walls pattern which calls for among other things, an ease of transfer among campuses and the development of new criteria for the evaluation of an individual's educational progress. Ideally, the student in the Illinois integrated system, whatever his age, whatever his educational background, would have access to the resources of the entire system. The quality of his experience would be appreciably enhanced, in these days of technological marvels, by exposure to a thoroughly comprehensive system.

HEALTH EDUCATION

The Health Education Commission was established to implement the report on *Education in the Health Fields* commissioned by the Board. This report presented recommendations that would expand opportunities for training and education of manpower in critical health fields. The allocation of State funds to private institutions for these purposes has stimulated major commitments to increased production by these institutions.

In addition, the State university system also has made significant commitments to expand current programs and to begin new ones in the health fields, largely by using existing clinical facilities. In both instances, this is being done at appreciably lower cost and with

greater speed than has been the case in other parts of the nation. The progress of the State of Illinois, to date, has been unique in this area, and continued availability of State funds will ensure the fulfillment of these goals. It is now time to proceed to the second step of the plan for education in the health fields, utilizing common market opportunities that the Board is exploring generally.

This concept carries forward these ideas:

1. The recognition of the increasing alliance between the public and private sectors in both health care and education;

2. The need to utilize maximally the existing resources, as originally proposed in the report on *Education in the Health Fields.*

Further work now is required on the organization and interrelationships of the health education institutions and their related health-delivery units. These institutions should represent a broad spectrum of care responsibilities and of educational resources. The Board, working with the Health Education Commission, will undertake an assessment of the steps needed to develop a common market in the health education fields.

POSSIBLE COMMON MARKET ACTIVITIES

Possibilities for cooperative programs among the public and the private colleges and universities include the broad utilization of high-cost educational resources, such as computers, libraries, and graduate programs, the sharing and interchangeability of special institutional capabilities, such as faculty, programs, and facilities to provide wider educational or community services to the region. Some examples include:

Distinguished professorships with lectures on all campuses.
Faculty rotation plan for academic terms.
Part-time faculty among cooperating colleges.
Interlibrary loan plan.
Audiovisual pool and closed circuit television.
Intercollegiate class attendance privileges.
Major-facilities sharing.
Intercampus transportation.
Intercollegiate tours abroad.
Community Cultural and Enrichment Program.
Married-student villages.
Central intercampus health clinic.
Joint purchase and use of scientific equipment.
Student-teacher practice-training placement.

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Common student health and accident insurance.
Common faculty-staff insurance.
Cooperative purchasing.
Cooperative graduate programs.
Trustee seminars and education.
Computers and data processing.
Contractual interchange for program offerings.
Intercampus special events.

While the ultimate objective of a common market is the statewide sharing of resources, programs, and opportunities, regional efforts may be the first step in many program areas. The task force on the Collegiate Common Market will develop recommendations for a framework to undertake many of the projects cited.

INSTITUTIONS OF HIGHER LEARNING IN ILLINOIS

G. J. Froehlich and A. R. Lewandoski, *Enrollment in Institutions of Higher Learning in Illinois: 1970*, (Urbana-Champaign: University of Illinois, Bureau of Institutional Research, 1970), 135 pp.
Please note: Page 4 of this source contains the follow statement:

"The University Bureau of Institutional Research's Enrollment Survey includes all institutions of higher learning in Illinois eligible to be recognized in the Education Directory of the United States Office of Education."

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Chapter 2

SCOPE AND MISSION

A — Recommendations

7. **Examine the critical-mass prerequisite for graduate study from a statewise perspective in terms of an integrated, complementary system among all campuses.**
8. **Designate seven public graduate universities for expanded and new graduate programs at the Ph.D level.**
   A. **The new and expanded programs would be approved only after need is clearly established and there is no conflict with the mission and scope of the particular institution.**
   B. **The universities include:**
      (1) **Illinois State University**
      (2) **Northern Illinois University**
      (3) **Southern Illinois University at Carbondale**
      (4) **Southern Illinois University at Edwardsville**
      (5) **University of Illinois at Chicago Circle**
      (6) **University of Illinois at the Medical Center**
      (7) **University of Illinois at Urbana-Champaign**
9. **Phase out existing programs that now fall outside the scope and mission of a particular institution. The institution and its governing board should develop and present plans for such action.**
10. **Reexamine current offerings at the master's degree level at all institutions. The institutions and their governing boards should report to the Board of Higher Education by June, 1972, the programs to be retained and those to be phased out.**

B — Comment

CONSIDERATIONS

It is the goal of Master Plan-Phase III to determine the boundaries of scope and mission of the several institutions of the systems. Such a determination is prerequisite to a truly coordinated system for Illinois higher education.

Among the most pertinent factors to be considered in determining scope and mission are the history, status, and development of graduate education in a particular institution.

A second pertinent ingredient involves the location, aspirations, and planning of the institution itself. Master Plan-Phase II identified in general terms the directions that the governing systems should plan to take. Campus ten-year plans were developed by the institutions and submitted to the Board. These plans for programs to be implemented in the next decade at the undergraduate and graduate level were ambitious indeed. The table that details these requests follows; it shows 268 new undergraduate programs and 557 new graduate programs, for a total of 825. (See Tables A, B, and C.)

A third factor that must be considered in any determination of scope and mission is that of State and national needs. The chapter on manpower and the explicit commitment of the Board to consider need and manpower data during program review address this problem.

A fourth factor is the total capacity of the State system. Because resources appear to be limited in the years ahead, higher education is moved to consider at least one alternative — the development of a comprehensive system in which there could be one or more major, broad-range universities, but the principal characteristic would be the integrated arrangement of numbers of universities delivering more or less specific services and programs.

It also should be remembered that the Board's efforts in Phase III to define scope and mission deal principally with graduate program development. The proscription on doctoral development at several institutions does not make them single purpose institutions. There are no single purpose public institutions in Illinois; each has a fairly wide undergraduate program, most of which is not affected directly by the determinations of Phase III.

CONCENTRATED PH.D. DEGREE DEVELOPMENT

The State must concentrate its Ph.D.-level graduate development at selected universities. The failure to designate these universities prompts aspirational misunderstandings. Even with these designa-

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tions, the current manpower situation requires that clear need be demonstrated before any new programs are approved. Such designation may not mean immediate or early movement to new or expanded graduate programs, but it does allow the institutions to plan for Ph.D. growth within the scope and mission elaborated later in this chapter.

The aspirations, histories and locale of Illinois' several systems yield seven campuses that offer graduate programs that are comprehensive or modified-comprehensive in scope, including the Medical Center Campus of the University of Illinois, a distinguished institution whose scope and mission clearly are a product of its objectives. The others are Illinois State University, Northern Illinois University, Southern Illinois University at Carbondale, Southern Illinois University at Edwardsville, the University of Illinois, Chicago Circle, and the University of Illinois at Urbana-Champaign.

In 1969, the National Science Board, in "Toward A Public Policy for Graduate Education in the Sciences," issued the following charge to State and regional planning agencies:

> The markedly increased demand for graduate education expected in the next decade *could* be satisfied entirely by selective expansion of the programs of institutions already engaged in graduate education. However, each state and each metropolitan area with a population in excess of 500,000 should have graduate educational resources of high quality and of sufficient capacity to insure full contribution to cultural, social and economic development.[1]

The University of Illinois at Urbana-Champaign

One of the several campuses in Illinois about whose mission there can be little debate is the University of Illinois at Urbana-Champaign. Founded in 1867 as a land-grant institution, it now enjoys a worldwide reputation as a leader in numerous fields. Its graduate school is among the most distinguished in the United States. It should continue to lead as a full-scale comprehensive university.

In an integrated State system, the University of Illinois at Urbana-Champaign has a particular responsibility and a new challenge to stand as a principal resource for the entire State system of higher education. Its facilities, its extension services in nearly every community of Illinois, its library, its various programs—all can serve as models and as resources in major support for all of higher education in Illinois.

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[1]National Science Board, *Toward a Public Policy for Graduate Education in the Sciences* (Washington, D.C.: National Science Foundation, 1969), p. 63.

In general, the current comprehensive roster of graduate programs at Urbana-Champaign should be expanded in areas that are not scheduled for development or are not already developed at other public universities in the State.

The University of Illinois at Chicago Circle

The University of Illinois at Chicago Circle is supported as a comprehensive urban university, the mission for which it was designed. The new College of Urban Sciences on that campus reflects the type of program that should be the hallmark of its curricula: the problem-oriented social sciences, those natural and physical sciences associated with urban problems. Its location in the virtual heart of the city in view of the massive commercial and industrial center and the inner-city neighborhoods presents the Chicago Circle campus with a unique opportunity to relate to all.

The University of Illinois at Chicago Circle has a special role in the Chicago metropolitan area, not only to become a major comprehensive urban university but to be a focus for numerous Collegiate Common Market activities.

Northern Illinois University

Northern Illinois University has emerged as a partially comprehensive university offering doctorates in several program areas including business, education, humanities, social sciences and natural and physical sciences. It should concentrate further development in the latter three areas.

Northern Illinois University's close geographic and already established, but as yet limited, relationships with Argonne National Laboratories and the National Accelerator Laboratory near Batavia designate it as a suitable location for new and expanded programs in the natural and physical sciences. Programs should be developed as clear needs arise and as they can be justified.

The social sciences already have experienced some development at Northern Illinois University, particularly in the problem-solving areas. These, too, can be developed further and complemented as needs can be confirmed.

Southern Illinois University at Carbondale

Southern Illinois University at Carbondale enjoys a strong reputation as a developing comprehensive university. It should be encour-

aged to continue to round out existing programs, particularly in the humanities, and to explore interdisciplinary undertakings. It should add new graduate programs only as need can be demonstrated.

One area in which Southern Illinois University at Carbondale has enjoyed considerable success is in developing programs directly related to the area of which it is an integral part. As a truly regional center, it already has begun activities that the Board will expect of all colleges and universities, namely, those relating to and supporting other colleges and universities and the numerous community organizations of the area.

In its movement along these lines, the Carbondale campus developed the Vocational Technical Institute.

The primary and foremost role of the Vocational Technical Institute has been to offer associate degree programs, largely in career fields. This role should be deemphasized while the value of an occupational educational center as an integral part of it is strengthened. Southern Illinois University should broaden its role in the training of vocational-education teachers for high schools and community colleges.

To accomplish this,

1. those programs which clearly are duplicated at the community colleges should be phased out.
2. those programs which are of relatively high cost and low need, e.g., aviation services, highly specialized automotive programs and mortuary science curricula, should be continued at the occupation education center.
3. those programs which fall between these two extremes should be phased into the community college system or implemented by a common market cooperative of local community college districts.
4. Vocational Technical Institute should become an integral part of the program at Southern Illinois University at Carbondale.

A new law school should be opened at Southern Illinois University in Carbondale as soon as appropriate planning, approval, and funding can be achieved. The addition of a college of law will add to the comprehensive status of the campus.

Southern Illinois University will continue to develop its medical school in Springfield.

Southern Illinois University at Edwardsville

Although Southern Illinois University at Edwardsville does not offer any doctoral degrees, it is in a major metropolitan area which,

latest studies reveal, has a population of about 500,000. The area offers a great opportunity for urban-related programs, particularly social science programs, which are problem-oriented and are related specifically to that geographic area and to like geographic areas. Programs in the arts also should be implemented.

Because the Edwardsville campus is new and its thrust has been principally undergraduate, with limited master's degree development, the Board will not approve any advanced graduate program requests until the need is justified.

Edwardsville's position as a new campus requires a longer period of planning and assessment of need and program thrust but its urban location, like that of Chicago Circle, merits strong support for eventual graduate development.

The Edwardsville campus will continue to develop its school of dentistry.

Illinois State University

Illinois State University is a multipurpose undergraduate and master's degree institution and, historically, a strong teacher-training institution. It should retain these thrusts, refining and expanding, as need justifies, its doctoral programs in education and the preparation of teachers at all levels.

Illinois State University merits the Board's fullest support as the institution continues to distinguish itself, devoting its energies to innovative programs in teacher preparation. Illinois State University should explore the possibility of developing a limited number of Doctor of Arts degree programs, designed to prepare teachers for the junior colleges and senior institutions.

Eastern Illinois University and Western Illinois University

Eastern Illinois University and Western Illinois University should concentrate on strong undergraduate programs with some development at the master's level. The master's programs should be limited to areas where the institutions demonstrate undergraduate strength and only in areas where need can be justified. Programs in education have a high priority. A reexamination of their current graduate programs needs to be undertaken by the institutions and the Board of Governors for a report to the Board of Higher Education by June, 1972. Such a report would detail those programs to be retained and those to be phased out.

The subject matter specialist-degree programs now underway at

Eastern Illinois and Western Illinois should be phased out by 1973 in keeping with recommendation #38. The specialist degree programs in the educational services will continue, but not be expanded pending the study of the proposed task force on teacher preparation.

The regional activities of these two campuses are to be encouraged. Both have a commendable history of service in their geographic areas.

Northeastern Illinois State College and Chicago State College

The undergraduate program of Northeastern Illinois State College should take full advantage of the urban location and character of the institution. The college will be encouraged to develop urban-oriented programs such as those presently operating at its Center For Inner-City Studies and field centers such as Aqui Estoy, Austin and Uptown.

At the graduate level, the college fills a need for people who wish to work for higher education on a part-time basis. The graduate programs at the Center For Inner-City Studies are unique and should be supported fully, including neighborhood service activities which go beyond credit-hour production. The college should be engaged in the development of programs to produce junior college teachers in response to needs expressed by the junior colleges in the area and in disciplines in which production from other institutions is insufficient.

Chicago State College should build upon its strength and reputation for excellence in teacher education and upon its already existing programs for meeting community and urban needs toward the development of a broader range of programs responsive to the needs of its urban commuter clientele. Both undergraduate and master's level teacher education programs should be evaluated and modified as needed to meet the changing challenges of urban education. Programs should be developed at the undergraduate level in business, nursing and other paramedical and social welfare/urban services occupations to take effect in 1972 when the college occupies its new campus. Further responsible development is encouraged of undergraduate and master's level programs in the natural and social sciences and the humanities in support of urban occupation programs and of the objective of improving the quality of human life.

THE NEW CAMPUSES

The mission of Sangamon State University and Governors State University should not be altered from the charge, in the report of the

Committee on New Senior Institutions, issued several years ago. Essentially upper-division undergraduate and lower-level graduate oriented, these institutions, with rare exception, should not plan to go beyond that mission.

Sangamon State University

Sangamon State University opened its doors to students for the first time in the fall of 1970. A total of 811 students enrolled. The University was planned in accordance with Master Plan-Phase II recommendations as an upper division and graduate institution. The primary thrust of Sangamon State has been in the area of public affairs, and programs designed for the institution have been based upon liberal arts disciplines.

The institution should plan to mesh the upper division and graduate years as much as possible. Some type of doctoral program in public administration will be appropriate as the institution matures. However, initially the degree programs at Sangamon State should be geared toward persons who can benefit from a variety of disciplines prior to their entrance into government or public service. The institution should take advantage of the existing medical facilities in Springfield as they plan programs in the allied health fields. There should be a limited number of education-related courses for certification, but degree programs in this area should be very limited.

Governors State University

The mission of Governors State University which opens in 1971 is to provide advanced level liberal arts and sciences and professional training in a variety of fields for commuter students at the junior, senior and graduate levels. Phase II charged the University to be a model community college capstone developing and experimenting with new, unique and innovative instructional and community services programs directly related to the educational needs and societal issues of the people in the southern end of the Chicago metropolitan complex.

The University is being designed to be an unusually open, flexible, experimenting institution. Its initial colleges of Human Learning and Development; Business and Public Service; Environmental and Applied Sciences; and Cultural Studies feature baccalaureate and masters programs that are oriented to future urban needs, are interdisciplinary in nature, make the best possible use of modern instructional strategies, techniques and technologies, and relate theory and

practice through the use of cooperative and experiential education. Programs are being developed for teachers, social workers, urban planning specialists, librarians, business and public administrators, institutional managers, systems analysts, applied scientists, nurses, allied health professionals and other critical professionals and specialists needed in the urban/suburban communities. Governors State should serve the needs of lower and middle income students with special emphasis on minority students.

TABLE A
Planned New Degree Programs
Illinois Public Higher Education 1970–1980
By Hegis Categories*

	Baccalaureate	Graduate
Agriculture and Natural Resources	4	5
Architecture and Environmental Design	2	13
Area Studies	8	7
Biological Sciences	7	16
Business and Management	18	35
Communications	9	9
Computer and Information Sciences	8	12
Education	32	130
Engineering	9	13
Fine and Applied Arts	19	31
Foreign Languages	20	39
Health Professions	23	31
Home Economics	17	16
Law	1	3
Letters	16	40
Library Science	1	4
Mathematics	4	9
Physical Sciences	10	32
Psychology	4	21
Public Affairs and Services	8	12
Social Sciences	30	68
Interdisciplinary Studies	18	11
TOTALS	268	557
GRAND TOTAL		825

*Information was drawn from Master Plan-Phase III Questionnaire, Institutional Data, Question 9.

TABLE B
Planned New Degree Programs
Illinois Public Higher Education 1970–1980
By Institutions*

	B	M	S	D
Chicago State College	15	20	4	
Eastern Illinois University	12	11	16	12
Northeastern Illinois State College	26	24	5	
Western Illinois University	32	34	9	14
Governors State University	37	33		
Illinois State University	25	23	20	15
Sangamon State University	43	44		
Northern Illinois University	7	12	5	25
University of Illinois, Urbana		1		2
University of Illinois, Chicago	16	53		45
University of Illinois, Medical Center	2	3		6
Southern Illinois University, Carbondale	32	32		26
Southern Illinois University, Edwardsville	21	31	3	29
Total	268	321	62	174

*Information was drawn from Master Plan-Phase III Questionnaire, Institutional Data, Question 9.

TABLE C
Planned New Degree Programs
Illinois Public Higher Education 1970–1980
By Level*

Bachelor's	268
Master's	321
Specialist	62
Doctoral	174
Total	825

*Information was drawn from Master-Plan Phase III Questionnaire, Institutional Data, Question 9.

Chapter 3

INSTITUTIONAL SIZE AND CAPACITY

A—Recommendations

11. Establish enrollment planning maximums for public senior institutions from the present through the year 1976. Based on demographic projections, institutional long-range enrollment projections, present institutional enrollment capacity, breadth of specialized programs, and geographic locations, the recommended maximums are:

	1976		
	Undergraduate	Graduate*	Total
Chicago State	6,680	1,270	7,950**
Eastern Illinois	8,830	770	9,600
Governors State	4,600	400	5,000
Illinois State	16,010	1,480	17,490
Northern Illinois	18,600	2,800	21,400
Northeastern Illinois	6,530	1,430	7,960
Sangamon State	4,200	1,840	6,040
Southern Illinois, Carbondale	20,690	2,890	23,580
Southern Illinois, Edwardsville	12,680	1,710	14,390
University of Illinois, Chicago Circle	21,420	2,290	23,710
University of Illinois, Medical Center	2,190	3,450	5,640
University of Illinois, Urbana-Champaign	24,450	9,100	33,550
Western Illinois	13,550	910	14,460
TOTAL	160,430	30,340	190,770

* Includes students in the professional programs.

**Planning maximums represent fall term on-campus, degree credit full-time-equivalent enrollments. Full-time-equivalent enrollment is determined by adding (1) the total number of students carrying 12 or more credit hours and (2) the number obtained by dividing by 12 the total of all credit hours generated by part-time students.

12. Permit an increase of not more than 1,000 full-time-equivalent students in any State college or university in any one year. An institution that exceeds the 1,000 F.T.E. growth will not be funded for that growth. In addition, any excess growth that may occur in a given year will be deducted from the growth permitted in the following year.
13. Reevaluate in early 1972 the foregoing enrollment planning maximums. After the Board of Higher Education completes its evaluation, the enrollment maximums will be modified if the evidence warrants.
14. Instruct the recently convened Committee on New Institutions to report by October, 1971, on the need for additional public senior institutions, with due regard for demographic information and new methods of delivery.
15. Reevaluate capital budget requests that have not yet been implemented and those that have been deferred. If, upon examination of these capital projects, it is evident that an institution's future enrollment capacity would exceed that specified in its planning maximum, the Board should continue the deferral until such time as the additional capacity is justified.
16. Recommend additional funds for junior colleges to enable them to accomodate any influx of students that may not be admitted to the public and private senior institutions consistent with present lower-division enrollment ceilings at most State colleges and universities.
17. Restrict each community college to a planning maximum of 6,000 F.T.E students. When the enrollment reaches 4,000 to 5,000 F.T.E. students, the board of a junior college district should begin to plan another campus to serve its district. However, in densely populated areas, the Board and the Illinois Junior College Board will determine the feasibility of maintaining the 6,000 F.T.E. student restriction.
18. Urge universities to devise and implement methods to counteract the depersonalization, organizational complexity, and other educationally debilitating factors that are common on university campuses. To achieve this goal, careful attention should be given to decentralization.
19. Recommend financial support to help the private higher education sector fill all available enrollment capacity.

B — Comment

ENROLLMENT PLANNING MAXIMUMS

The phenomenal growth of the college-going population and the high cost of education clearly have demonstrated and reinforced the need for statewide enrollment planning. Enrollment maximums must be established if college administrators, planners, and policy makers are to provide the leadership and direction that higher education requires in this decade.

Moreover, it is essential that establishment of enrollment planning maximums (and subsequent modifications thereof) must be based on factors that are germane to long-range enrollment planning. The factors considered most important at this time include the size of the projected college-going population, the role of private higher education, the junior college movement, the geographic location of the student population, and the current imposition of lower-division enrollment ceilings at most State colleges and universities.

COLLEGE-AGE POPULATION AND ENROLLMENT PROJECTIONS

While demographic and college enrollment projections are essential for long-range statewide enrollment planning, several limitations, usually stated explicitly as assumptions, accompany every set of projections. The accuracy of any projection may be significantly affected by such factors as unanticipated changes in social, economic, and political conditions, the length of the forecast period, and the currency of the projection.

Although two Master Plan committees, Committee A (1963) and Committee M (1966), made extensive demographic and higher education enrollment projections, the projections presented in the recent study conducted by Froehlich and Carey[1] provide the most realistic guidelines on which to base statewide enrollment planning.

Assuming that the Illinois college-age population (sum of all youths 18, 19, 20, and 21) has an established relationship to the national college-age population, an increase in the Illinois population can be expected every year through 1980, at which time a drop is expected lasting until 1987. However, the college-age population is thereafter projected to steadily increase from 1988 through the year 2000.[2]

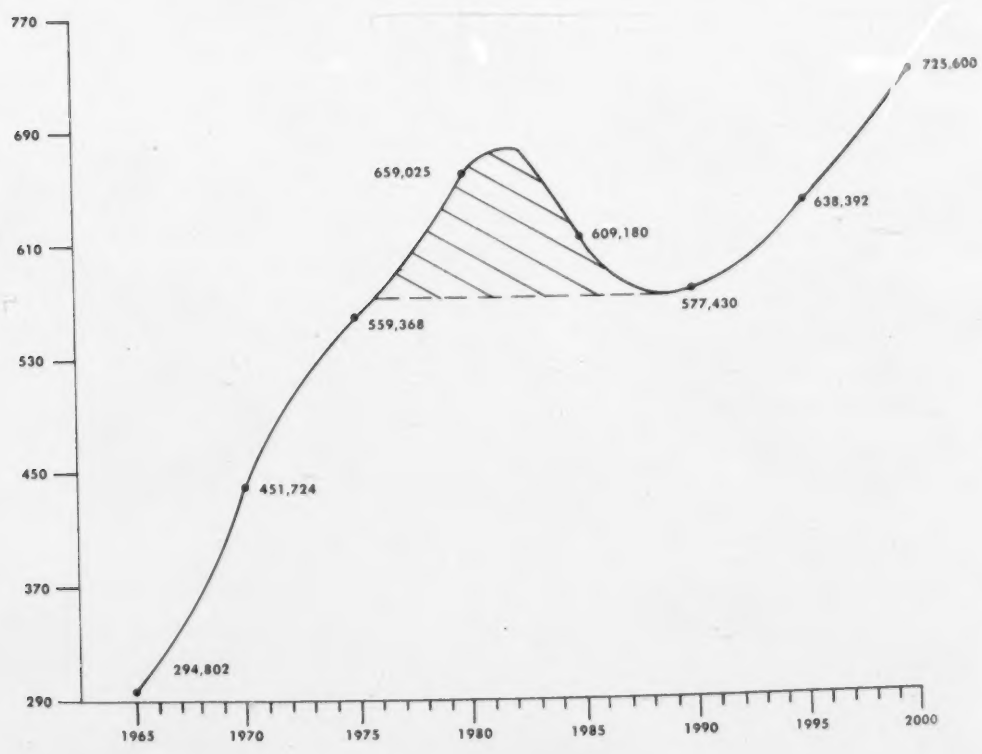
[1] G. J. Froelich and R. C. Carey, *Higher Education Enrollment in Illinois 1960–2000* (Urbana, Ill.: University of Illinois Bureau of Institutional Research, December, 1969), 29 pp.

[2] *Ibid*, p. 4. It should be noted that the persons in the college-age group up to the year 1988 have already been born. Projections beyond that date are less firm because of assumptions about the birth rate for the period from 1970 to 1982.

A trend very similar to that of the college-age population is projected for the on-campus enrollment. On-campus enrollment is interpreted in this report as the on-campus headcount demand on institutions of higher learning in the State and represents the population that the combined private-public sector will be expected to accommodate on the college campuses. Figure 1 shows graphically the projected on-campus enrollment trend.

As is evident in Figure 1, the enrollment trend rapidly increases through 1982, at which time it is projected to recede until it reaches a low point in 1988. It is particularly important to note that the enrollment curve at this low point is at about the same level as it was in 1976 (dotted line on graph). Although the enrollment trend is projected to resume an upward trend in 1989 and continue through 2000, principal attention is accorded an enrollment planning level that is based on a projection that is not more than twenty years into

Figure 1.
Projected Illinois On-Campus Degree Headcount Enrollment



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the future. This position is based on the fact that the longer the period of projection, the more tenuous it becomes. Also, since the college-age population eighteen years hence is comprised of individuals who already have been born, some measure of validity for the projected college-age population can be assumed

In Table 1, the college-age population, on-campus enrollment, and on-campus enrollment rate figures for the years 1960 through 1969 are actual figures; all other figures are projections.

An examination of the projected on-campus enrollment for the period 1970–1989 reveals several important findings. If building programs were undertaken to provide permanent facilities to accom-

TABLE 1
Illinois College-Age Population, On-Campus Enrollment, and On-Campus Enrollment Rate for the Period 1960–2000.*

Year	College-Age Population	On-Campus Enrollment	On-Campus Enrollment Rate**
1960	480,365	200,092	41.69
1961	516,575	216,828	42.35
1962	532,670	231,461	43.43
1963	546,546	243,975	44.60
1964	550,200	267,613	48.66
1965	584,540	294,802	50.48
1966	622,490	314,371	50.54
1967	659,490	343,458	52.04
1968	695,605	378,514	54.38
1969***	688,652	409,552	59.44
1970	700,375	451,724	64.44
1971	720,248	476,928	66.24
1972	746,796	504,225	67.50
1973	772,123	524,960	68.00
1974	795,850	545,260	68.50
1975	816,671	559,368	68.55
1976	831,449	569,651	68.55
1977	843,553	593,754	70.35
1978	852,926	615,440	72.15
1979	865,351	639,668	73.95
1980	870,621†	659,025	75.75
1981	868,200	666,190	76.75
1982	863,448	666,668†	77.25
1983	840,264	651,000	77.50
1984	813,707	632,885	77.75
1985	781,351	609,180	78.00

TABLE 1 (Continued)

	College-Age Population	On-Campus Enrollment	On-Campus Enrollment Rate°°
1986.	751,281	587,658	78.25
1987.	732,871	575,405	78.50
1988.	723,382††	569,323††	78.75
1989.	724,396	572,750	79.00
1990.	729,406	577,430	79.10
1991.	737,422	583,704	79.20
1992.	750,239	594,704	79.30
1993.	764,998	607,410	79.40
1994.	783,624	623,280	79.50
1995.	802,788	638,392	79.60
1996.	823,461	656,728	79.70
1997.	844,990	674,310	79.80
1998.	866,670	692,733	79.90
1999.	887,896	710,400	80.00
2000.	907,965	725,600	80.00

°College-age population figures are approximations based on figures taken from Frochlich, G. J., and Carey, R. C., *Higher Education Enrollment in Illinois 1960–2000.* On-campus enrollment and on-campus enrollment rate figures were taken directly from the same report.

°°The number of students (of any age) taking courses toward an academic degree or a certificate per 100 of college youths (youths, 18, 19, 20, 21).

°°°On-campus enrollment and on-campus enrollment rate figures through the year 1969 are actual figures; figures for 1970 through 2000 are projections.

†High point prior to recession.

††Recession stops.

modate projected enrollment levels beyond 1976, such facilities would not be utilized fully in some of the years that followed. The extent of this under-utilization would depend upon how close to the peak enrollment year (1982) of this twenty-year period that permanent facilities are completed. For example, accommodating to the 1980 or the 1981 or the 1982 projected enrollments would produce a subsequent seven-year period of under-utilization of facilities (1983–1989). Similarly, accommodation of the projected enrollment for 1979, 1978, and 1977 would produce respective periods of six, five, and four years in which facilities would not be utilized fully.

On the basis of the potential under-utilization discussed above, it may well be that present planning for future enrollment in higher education should focus on accommodating the enrollment demand projected for 1976. Then capital funds should not be recommended for permanent facilities that will generate a total capacity which exceeds that needed to accommodate the enrollment demand in 1976.

While the Board recommends that on-campus enrollment at each public senior institution be restricted, it recommends no such limitations on off-campus enrollment. Based on present projections, by 1982 there will be as many as 97,000 additional students to be accommodated in a given year beyond the 1976 level. To enable the senior public sector to accommodate a portion of this increase, further development of programs such as those currently conducted in off-campus centers as well as expansion of extension service programs are encouraged.

The sum of the recommended enrollment planning maximums represents the estimated senior public share of the projected on-campus enrollment demand in 1976. This projected share was determined by making assumptions about the capabilities of both the public junior colleges and the private sector and by using information obtained from the campus master plans.

LOCATION OF THE STUDENT POPULATION

At the present time, two-thirds of the college-age population is located within the six-county metropolitan area surrounding Chicago, and a major portion of the remaining college-age population is located in other metropolitan areas of the State. This factor is one of the main criteria used in determining how the public senior share of the projected 1976 enrollment will be distributed over the individual institutions. Maximum growth should be encouraged at institutions located in population centers. A substantial need exists for higher education for citizens who cannot afford the expense and inconvenience of enrolling in residential institutions. For example, Blacks often are unable to afford enrollment in residential institutions. Of the 432,891 degree students enrolled in higher education in 1968, only 17,532 were Black.[3] Although Blacks comprise about 11 percent of the total State population, the 17,532 figure represents only 4 percent of the college-going population. Providing expanded opportunities for higher education for such persons in the population centers may serve to increase the college enrollments, perhaps above present expectations.

The Board has charged the Committee on New Institutions, convened in 1971, to study the need for additional public senior institutions, particularly in the Chicago, Rockford, Peoria, East St. Louis, and Quad-Cities areas.

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[3]"Negro Enrollments this Year on the Nation's Campuses," *The Chronicle of Higher Education*, Vol. III, No. 16, (April 21, 1970) pp. 3–4.

ROLE OF THE PRIVATE SECTOR

If the State is to benefit fully from long-range enrollment planning, then the design must encompass both the private and public higher education sectors. Specifically, the role of the private sector in accommodating future enrollment demands needs to be delineated if the enrollment planning maximums recommended for the public institutions are to provide realistic planning standards. It would be in the best interest of the higher education community, and, consequently, the general welfare of the State, if full use were to be made of the existing but unused capacity in the private sector.

On the basis of the on-campus enrollment accommodated in 1970 (131,831 students) and on the basis of the unfilled additional capacity (13,419), recent estimates indicate that the private sector will have the capacity to accommodate at least 145,250 students by 1976. The additional capacity of 13,419 students was determined on the basis of estimates of the present excess capacity provided by the private institutions and does not take into account further capacity which will result from present building programs now underway.

The private sector, despite the fact that it has the capacity, will not be financially able to accommodate its projected share of the total enrollment. Financial assistance from the State will be needed if the private sector is to remain a viable partner with the public sector. Furthermore, there is evidence that it has been economical for the State to contribute to the support of private education.

In view of the role envisioned for private higher education, additional public support for it should be implemented as soon as possible, for it is apparent that the growth pattern presented in the State campus master plans if unrestricted has the potential virtually for destroying the private institutions, particularly at the graduate levels.

The recommended enrollment planning maximums are essential to prevent over-building as well as to insure efficient use of facilities in both the public and private sectors.

CAMPUS UNREST PROBLEMS

The influence of institutional size on such problems as student unrest and town-gown relations must be considered in the growth plan of an institution as well as in an overall statewide enrollment plan. It must be recognized that while several recent studies imply some relationship between campus size and student unrest, non-institutional factors such as economic, political, and social issues of the nation are related to campus disorder.

Although sheer size correlates highly with the degree of campus unrest, such institutional factors as complex internal organization and depersonalization, which appear to increase as an institution grows, are believed to be among the real institutional determinants of campus unrest. If the premise that an increase in organizational complexity and depersonalization is valid, then it behooves the State to examine alternatives to the traditional growth pattern. Simply stated, the problem of size may not be *whether* to grow, but *how* to grow.

Therefore, the Board charges the State universities with the responsibility to devise and implement methods to counter-act the depersonalization, organizational complexity, and other educationally debilitating factors that are common on university campuses. To achieve this goal, careful attention should be given to decentralization.

IMPACT OF THE JUNIOR COLLEGE MOVEMENT

It is likely that the four-year and upper-level institutions (Governors State and Sangamon State) are counting on a very large number of junior college transfers, for there is no question that the Illinois junior college system is displaying an extraordinary growth. Its headcount rose from 52,518 to 119,913 from 1964 to 1969. In Phase II the headcount was projected to reach 274,000 by 1980. However, most junior college students are enrolled in occupational and short-term courses and do not contemplate enrolling in degree-granting institutions. Five-sixths of the 1969 enrollees were classified as freshmen or special students; 22,499 (only 16,636 were F.T.E.) were classified as sophomores, of whom only a portion of these completed the sophomore year; of these a still smaller portion went on to additional college work.

Illinois data reveals that second-year enrollments in junior colleges are less than one-third of the previous year's first-year enrollments. Therefore, in predicting upper-division enrollments, great caution should be exercised in including junior college transfers. In addition, the role of the non-public colleges ought not to be overlooked. Some of them, especially those in Chicago, already have attracted significant numbers of junior college graduates.

Until such time as the junior college transfer rate and the junior college graduate attendance patterns (private-public, commuter-residential) at senior institutions have been identified, projections for the upper-division and graduate levels should not be based on a presumption of any major influx of students from the junior colleges.

As for the recommended junior college enrollment maximum,

some of the same considerations that support restrictions on the growth of four-year degree-granting institutions also apply to junior colleges, but here they are much less urgent. Student unrest is much less common, and the special problems of a residential institution are avoided. In addition, most of the junior colleges, except for a few in the Chicago metropolitan area, have been able to acquire adequate sites at relatively low cost.

Master Plan-Phase 1 recommended a minimum enrollment of 1,000 full-time students for Class I colleges, to be reached within five years except in the Chicago metropolitan area where the recommended minimum is 2,000 students. Virtually all of the colleges seem certain to reach these goals. Those with lower current enrollment either have been in existence for less than five years or are separate campuses of a larger college district. The median campus enrollment is over 1,000 F.T.E. students, and the largest (Wright) had, in 1969, a headcount of 7,554 of whom 4,875 were F.T.E. students.

The Board has noted the recommendation made by the Carnegie Commission[4] that the maximum size of two-year institutions should be limited to approximately 5,000 daytime students. The Board recommends that junior college enrollment generally be restricted to 6,000 F.T.E. students. Further, when enrollment reaches 4,000 to 5,000 F.T.E. students, the board of a junior college district should begin to plan another campus to serve its district. In densely populated areas, however, the Board of Higher Education and the Illinois Junior College Board will determine the feasibility of the 6,000 F.T.E. student restriction.

IMPOSITION OF LOWER-DIVISION ENROLLMENT CEILINGS

As a result of a recommendation for stabilization of lower-division enrollments, which was included in Phase II, six public senior institutions have imposed ceilings on lower-division enrollments based on their 1970–1971 enrollment. It was recommended further that lower-division ceilings be imposed on the remaining public senior institutions at a later date.

The effect that the foregoing recommendation will have on the graduate-level enrollment at senior institutions and on the total statewide enrollment pattern is unpredictable at this time. Long-range growth patterns presented by those institutions that are to stabilize

[4]The Carnegie Commission on Higher Education, *The Open-Door Colleges: Policies for Community Colleges*, (New York: McGraw-Hill, 1970)

their lower-division enrollments at the 1970–1971 level indicate that the institutions will be in strong competition with one another for their projected share of the graduate enrollment. Another result of the lower-division stabilization may be to impose a constraint on the graduate enrollment by stabilizing the need for graduate teaching-and-research assistantships.

As with the junior college impact, the results of stabilizing lower-division enrollments will have to undergo careful scrutiny for possible warranted modifications in the enrollment planning maximums.

OTHER ENROLLMENT PLANNING FACTORS

Although the recommended enrollment planning maximums have been established primarily on the basis of the factors discussed in the foregoing sections, there are other factors that may necessitate modifying the recommended planning standards.

Technological advances may make it possible to serve greater numbers of students without increasing the present facilities at the several institutions. Traditional four-year curricula may be modified entirely, which would result in less time and money expended to educate the student population. Extensive year-round use of facilities also may increase significantly an institution's existing capacity.

The overproduction in some Ph.D. areas, the current oversupply of teachers, and the shortage of health-related professionals are examples of fluctuations in the demand for education that also may require the alteration of planning maximums.

The Board accepts the recommendation made by both of its study committees on institutional size and capacity—that the growth of new and existing institutions be limited to 1,000 F.T.E. students per year. Further, the Board will not approve funding for growth that exceeds the recommended 1,000 F.T.E. figure. Any excess growth that may occur in a given year will be deducted from the growth permitted in the following year.

BENEFITS OF PLANNED ORDERLY GROWTH

The State of Illinois will not support mushrooming college enrollments in an atmosphere of *laissez-faire*. The Board is charged by statute to engage in continuous planning for the State's requirements in higher education; thus, it is the Board's responsibility to coordinate and amend, where desirable, the long-range plans of the individual institutions. Such planned, orderly growth should result in these benefits:

1. The quality of the colleges and universities is enhanced through the judicial use of their human, physical, and financial resources, which is the purpose of limiting lower-division enrollments.
2. The creation of a suitable environment for learning is maximized. Faculty, library resources, and administrators ought to be easily accessible to all students; a campus should not be so large that students feel alienated from those who guide their educational development.
3. Carefully designed instructional methods, with large lecture classes offered only when they are educationally appropriate, are more easily structured. At the same time, orderly growth will permit the thoughtful recruitment of competent faculty.
4. The economical use of space is furthered and the danger of campus expansion at exorbitant cost is reduced. Instead of purchasing additional land for campus expansion at exorbitant cost, it well may be wiser to limit growth at a particular location and divert students elsewhere.
5. Excessively large, nonproductive expenditures will be minimized. The larger institutions are forced to spend substantial sums for fire and police protection, for water and sewer systems, for student housing and food services, for land for parking lots, and for many other items that are not self-liquidating and involve some measure of tax subsidy that may well amount to $100 or more per year per student. The larger the institution, the greater these expenditures are likely to be, and they are nonproductive educationally.
6. Orderly institutional growth can be of assistance to the local communities in completing their own plans for meeting the university's needs for community services. Large student enrollments, especially in residential colleges and universities, often burden the city water supply, the sewer system, the street and traffic patterns, the park system, and the fire, police, and other public service departments. This is of particular importance when campuses are relatively "land-locked" by their location in the midst of commercial or densely populated areas. Residential colleges that face this added limitation include Illinois State, the University of Illinois at Urbana-Champaign, Southern Illinois University at Carbondale, and, to a lesser extent, Northern Illinois University. Unrestricted growth of these campuses is inordinately expensive and undesirable.

Therefore, the recommended enrollment planning maximums,

controlled rates of growth, and additional public support of private higher education are vital measures that must be taken if the State is to achieve its goal of orderly growth in higher education.

Chapter 4

LIBRARIES AND LEARNING RESOURCES NETWORK

A—Recommendations

20. **Establish an advisory committee to the Board of Higher Education to develop recommendations for the implementation of a State learning resources network among all Illinois public colleges and universities and in conjunction with the private colleges and universities, as well as other related institutions to assure maximum utilization of resources and reduce duplication among units wherever possible.**
21. **Charge the committee to develop recommendations for the implementation of a State system for library development, staffing, facilities and collections.**

B—Comment

One of the most important aspects of a Collegiate Common Market and an integrated system for Illinois will be a statewide network of learning resource centers. The term *learning resource* is defined in the broadest sense to include such functional units as libraries; audiovisual services; closed-circuit television services; dial-access audio-tape banks; computer assisted learning laboratories; instructional media centers; film libraries; measurement and evaluation service; and other forms of media instruction. This does not imply that these types of activities will be transformed into one homogenized unit where the several parts lose individual effectiveness; rather, the intention is to develop and expand each capability to provide learning experiences through coordination and cooperation. There are certain aspects of each area which are unique and should be maintained and supported. Whether administered separately as on many of the more

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established campuses, or more closely integrated as is the case on some of the newer campuses, the total learning resources of our colleges and universities should contribute to the network.

Resources from organizations other than institutions of higher education can be a part of this statewide network. Included in this category would be the State Library, State Historical Library, municipal libraries and private or specialized libraries.

The rationale for cooperation among learning resource centers was stated clearly by the Library Committee:

> The proliferation of published material the world over has been pointed out elsewhere in the present report. One of the consequences of the phenomenon is that the doctrine and practice of self-sufficiency are being superseded by the inter-institutional sharing of library resources. No university or college library, regardless of how generously it may be funded, can hope to acquire everything significant, past and present, produced by the world's presses. For this reason, and because the cost of maintaining the evergrowing body of materials that must be available on local campuses has increased so rapidly, the advantages of combining resources have become obvious, particularly as rapid methods of reproduction of material and transmittal of information have improved.

The recommendations of the committee were:

1. Publication for library users of a guide to libraries and library resources in Illinois, describing special and notable collections, regulations for use, photocopying facilities, and interlibrary loan practices.
2. Establishment of a referral and interlibrary center, for the purpose of providing member institutions with information about other library resources, making the collections of the total area available through the user's own library or by referral to another agency. The center would include and foster such features as:
   A. Teletype installations in all college and university libraries.
   B. Automobile pick-up and delivery services between groups of libraries.
   C. Photoduplication services in all libraries providing a significant number of interlibrary loans.
   D. Special staff in larger libraries to serve smaller cooperating libraries.
   E. Further development of central purchasing and processing organizations.
   F. A central record of serial holdings.

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G. Consultations to eliminate unnecessary duplication in purchasing little-used expensive titles.
H. Encouragement of cooperation among types of libraries.
I. Encouragement of the idea of common borrowers' cards among participating libraries.

LIBRARY AUTOMATION

Developments in data processing have made feasible the concept of State, national, and international networks, offering new approaches to gathering and retrieving certain types of information. Full advantage of these possibilities, as they are perfected, should be taken by Illinois universities and research libraries.

Immediately feasible is the application of certain types of automation and mechanization to library technical procedures, such as acquisition records, serial files, and circulation routines. The potentials of telefacsimile transmission systems should be watched closely by Illinois libraries, and as devices become more efficient in operation and more economical in cost, they should be utilized to expedite the rapid exchange of materials among libraries.

Each library should have at least one staff member qualified in systems design and computer programming, and proper provision should be made during capital planning for subsequent installation of automated and telecommunication equipment.

Libraries have been cooperating on a number of activities for several years. These could be expanded through the network. The learning resources network would be developed and implemented through the cooperative efforts of staff at the three levels—coordinating, governing and institutional.

STAFF SUPPORT

The quality and status of professional staff is essential to the success of the State system. To assure that high caliber staff serve the learning resource centers, several steps should be taken.

The advisory committee should review curricular units at various institutions throughout the nation to determine which are most appropriate to the broad learning resources concept. In addition to the library science curriculum, this concept includes an understanding of the behavioral objectives approach to education, the role and full scale of evaluation and assessment devices, and the many types, potentials and limitations of mediated instruction to meet the increased attention to educational objectives and processes. Programmatic

examples illustrative of this broader concept include, but are not limited to, educational systems analysis, educational technology and educational psychology. After the review of programs, the advisory committee should recommend the procedures to be followed in the development of the learning resources curriculum to provide trained manpower for the network. This will include in-service educational opportunities for the continuing education of current staff.

In the determination of related policies, the Board will consider the recommendations of the Library Committee on manpower and education that are highlighted by the need to recognize professional librarians as key members of the academic community. This will require high standards for their appointment and will accord them full faculty status. This recommendation should be expanded to include all staff of the learning resources network.

ANALYSIS OF RESOURCES

The Library Committee recommended that the Board conduct an analysis of library resources as soon as feasible. This study will be done during the development of the network, but it will be broadened to include an assessment of all learning resources.

Chapter 5

STATE COMPUTER NETWORK

A — Recommendations

22. **Develop a plan, through appropriate committee involvement, for statewide computer resource coordination.**
23. **Address the needs for faculty training.**
24. **Identify areas for joint development of computer systems. The plan will recommend the most efficient ways to achieve joint development in these areas. Where joint development is not possible, the plan should specifically state the reasons.**
25. **Establish a Computer Equipment and Services Review Task Force to provide technical assistance to the Board of Higher Education staff in its review of proposals for expansion of computer equipment and services.**

B — Comment

Because of past growth and the expectation of even greater future growth in the computer field, a plan is needed that will delineate needs in this area. To be complete, this plan should define the needs for computer equipment, administrative systems, and instructional and research uses of the computer.

The plan that is developed should be flexible to take advantage of new advances in technology. A method that could be useful in providing flexibility is that of establishing a review commission similar to the Commission of Scholars. One function of this commission would be to review institutional requests to determine compatibility with the statewide plan. A second function would be to provide a consulting service for the participating institutions, which would aid in the development of their plans and provide the latest information on technological developments. The particulars of the plan could have an influence on decisions relative to the composition and responsi-

bilities of this group; therefore, the final disposition of this question should be part of the statewide plan.

IMPLEMENTATION

The steps recommended for the structure of a statewide computer resource plan include forming a study team that will coordinate the development of the statewide plan, and extending the life of the Computer Based Resources Advisory Committee to act in an advisory capacity to the study team and the Board.

The Board also should require each public institution and request each private institution to take part in a survey of the current capabilities and status of computer resources so that a projection can be made of computer resource needs for these institutions.

The study team should present a plan for computer resource sharing to the Board at the earliest possible date. The membership of the study team should consist of Board staff personnel, at least three staff members of the Illinois academic community, public and private, and representatives of a consulting firm that is experienced in developing computer resource plans and evaluations.

FACULTY TRAINING

The development of faculty interest and expertise is necessary to develop or modify curricular materials that utilize the computer as a tool for comprehensive instruction. The need for faculty involvement has been demonstrated in a National Science Foundation computer program.

Since July, 1968, the foundation has been supporting eleven regional computer networks. The purpose of this program is to make computer services available to colleges surrounding the regional center, to conduct faculty training sessions, and to develop computer capabilities in various curricula areas. Different methods of achieving these purposes were tried at each of the eleven centers.

In the report of the first year's operation of the program, it was concluded that a dedicated and enthusiastic faculty member at each school is vital to the success of the regional activity.

Those involved with the development of a statewide plan for computer resources should interact with representatives of the National Science Foundation and the regional centers involved with the pilot studies. It is hoped that this contact will ensure the inclusion of provisions for adequate faculty development within the Statewide Plan for Computer Resources.

COMPUTER SYSTEMS

It is expected that the study of the current status and capabilities of institutional computer resources will indicate areas where joint development for such resources is needed and can be accomplished. All three areas of education, i.e., administration, instruction, and research, may have possibilities for joint development of computer-related systems.

The establishment of some method of transferability of computer programs among schools should aid both the instructional and the research areas. A method for establishing such communication should be developed as part of the statewide plan.

It should be recognized that the development of a statewide plan for computer resources will take some time, but it will have a high priority among Board activities. It is expected that some portions of the plan may not involve additional funding, but rather more effective coordination.

The expansion of computer resources to meet institutional needs cannot be held in abeyance until a State plan can be developed and funded. However, during the interim these expansions should be coordinated more effectively.

Past reviews of computer proposals have been conducted as part of the operating budget review. Only those senior institutions that required an addition to their budget under new, expanded, or special programs came under review by the Board. Because of the possibilities for computer resource sharing, it is necessary for the Board staff to review the plans of all public junior and senior institutions for expanded computer equipment and services that involve State funds. This review should be limited to instances of major on-site computer systems modifications and major purchases of commercial time services for running computer programs.

As far as possible, the membership of this commission should consist of out-of-state consultants from the academic community. At least three members of the commission should be appointed on a semipermanent basis to provide consistency of review.

Chapter 6

COMMUNITY SERVICE AND CONTINUING EDUCATION

A — Recommendations

26. **Encourage local articulation and self-determination of community social needs and the development of appropriate responses by institutions of higher education.**
    - **A. Consistent with this responsibility is the need for the Board of Higher Education to provide fiscal coordination by:**
        - **(1) Allocating special development funds made available by the General Assembly for sponsoring and underwriting research on community problems and for sponsoring pilot and demonstration projects.**
        - **(2) Allocating general source funds (for example, Title I, Higher Education Act and Title VIII, Housing Act) required to initiate and sustain social programming.**
    - **B. In the development of broad-range community service programs among individual higher education institutions, public and private, the Board should develop procedures other than the existing credit hour budget system for the reimbursement of program costs.**
        - **(1) The rules governing faculty workloads should be redefined by the institutions so that each can specify the nature and content of the nonteaching (e.g., research and service) responsibilities of individual faculty members.**
        - **(2) The existing faculty reward system should be restructured to take greater account of faculty contributions in the classroom and in community service activities.**
27. **Establish a task force to define the responsibilities of senior institutions vis-a-vis the community colleges, delineating re-**

gional confederations of universities, colleges, and community colleges, both public and private, and, if necessary, providing funds to sustain regional consortia activities.

A. Senior institutions should examine, evaluate and expand their capabilities for providing community services for indigenous communities and others in the State.

B. Community colleges should assume greater responsibility for the delivery of services since they are spread throughout the State in geographical areas not readily served by senior institutions.

C. Senior institutions should aid the community colleges in the performance of this function and should continue to broaden their role in community service activities.

28. Encourage mutually developed standards of accountability of any community activity undertaken by an individual faculty member by the sponsoring institution and by the recipient community.

    A. Coordinating and/or advisory committees could be formed with representation from the community served and institutional personnel who will meet regularly to evaluate the program(s) and resolve any difficulties.

    B. Institutional programs should be designed to provide the members of the community with the ability to provide for their own needs rather than adopting strictly research models for the collection and dissemination of data.

29. Recognize that continuing education is a fundamental component of community service and a major responsibility of all educational institutions. The Board should encourage the institutions to make decisions with respect to continuing education programs in terms of the needs of communities, the programmatic capacities of institutions to respond to those needs, and the feasibility of interinstitutional cooperation in developing programs not all of which are available through one institution.

    A. Noncredit programs should be developed and offered to individuals regardless of whether they hold a college degree.

    B. Programs for credit should be viewed as midcareer or career up-date opportunities for individuals who have previous college experience although not necessarily a degree.

    C. Continuing education programs should be tailored to the existing needs of communities and individuals and not

necessarily be tied to institutional academic programs or offered as mere curriculum extensions.

B — Comment

COMMUNITY SERVICE

Faced as they are with the myriad complex human problems prevalent in contemporary America, it seems imperative that educational institutions turn a greater percentage of their educational talent and resources toward assisting individual members of the local and State communities in solving some of those problems. The traditional view of community service is perhaps best stated within the text of Title I of the Higher Education Act of 1965:

(Community Service) means an educational program, activity or service, including a research program and a university extension or continuing education offering, which is designed to assist in the solution of community problems in rural, urban or suburban areas, with particular emphasis on urban and suburban problems where the institution offering the program determines: (1) that the proposed program is not otherwise available, or (2) that the conduct of the activity is appropriate.[1]

A critical national need exists for special education opportunities to be made available to citizens not enrolled within an institution or physically present upon a campus.

The Board has statutory authority to review existing programs as well as to approve new programs of public service. This authority should be exercised not only within the ordinary review processes but under new procedures provided to bring into focus an array of single efforts and to determine priorities for the development of programs to satisfy demonstrated human needs. Commensurate with the responsibility and authority to review programs and to initiate more comprehensive coordination is the need to coordinate the allocation of funds made available to support this educational function. While the Board has exercised statutory authority in the allocation of general source funds, such as Title I of the Higher Education Act of 1965 and the Housing Act of 1968, it has not been responsible for allocating State funds made available to the institutions through ordinary funding processes. If a cohesiveness is to be achieved and priorities

[1] *Title I, Higher Education Act of 1965*, Washington, D.C.: Federal Register, Vol. 31, No. 68, April, 1966, (as amended), p. 1.

are to be determined on a statewide basis, it is crucial that systems and the Board plan for programs and consider carefully the funding necessary to implement them.

This effort will require critical analysis and study of existing budgetary procedures for the generation of funds to support institutional programs. Since most of the programs in the field of community service are not credit-hour producing programs, it will be necessary to develop a sophisticated alternative method of funding. In developing a new procedure, the Board should undertake, in cooperation with the institutions and systems, a study of the rules governing faculty workloads. A change in the existing faculty reward structure appears overdue.

If coordination of programs and resources is to be successful and meaningful, it is fundamental that institutions of higher education, public and private, junior and senior, work together in the development and delivery of programs. Regionalized cooperative ventures with senior institutions and community colleges working together and in concert with private institutions are to be encouraged as a means by which community service programs can be offered in the geographical areas of the State served by these institutions.

Community service programs should not be administered *to* a community but *for* it. This means that an element of accountability to the community being served must be incorporated as a basic feature of all future community service programs. Action taken by educational institutions in furtherance of community development and in satisfaction of community need must be premised upon the notion that institutions exist to serve people and are, therefore, accountable to them. As a means of providing accountability and affording members of the target community an opportunity to participate, both in the development and the implementation of needed programs, a variety of mechanisms need exploration.

CONTINUING EDUCATION

Continuing education programs should offer:

1. Promotion of professional or career advancement.
2. The pursuit of life-long interests, to a deeper and more comprehensive extent.
3. Assistance to adult citizens in coping with the unparalleled knowledge explosion.
4. Advancement of minority groups through educational opportunity and exposure.

5. Opportunity for necessary dialogue among people as groups and as individuals.

To accomplish these goals, institutions should offer a wide variety of credit and noncredit programs tailored in some instances to particular needs within a community and in other instances, designed to provide required contemporary information. Continuing education will become increasingly important as technology advances and individuals with a college education find it difficult to stay abreast of advances in their fields. Individuals not afforded post-secondary educational opportunity should have available to them programs that will provide the information necessary to effectively maintain their economic status and their self-respect by enabling them to participate in community affairs from an informed base.

Continuing education programs, therefore, should be viewed generally as community educational opportunities rather than extensions of on-campus academic programs.

Chapter 7

MANPOWER

A — Recommendations

30. **Examine current graduate programs to determine those that contribute to manpower oversupply in particular fields and advise governing boards when such programs are no longer feasible.**
31. **Require clear evidence of long and short term State and national needs taking into account estimates of supply and demand for scholarly manpower before approving new graduate programs in a substantive area or at institutions whose scope and mission encompass that area.**
32. **Monitor manpower statistics and evaluate new manpower studies to permit revision of graduate education policy if the evidence so warrants.**

B — Comment

FORECASTING SUPPLY AND DEMAND

It must be recognized that the forecasting of college-educated manpower supply and demand is an extremely difficult challenge. The impact of the Selective Service System, the mobility of the college-educated population, the flexibility of the more highly educated graduate, and the future economic and social climate of the nation are imponderables that only partially explain the discrepancies in manpower projections made by federal agencies and private researchers.

As late as 1965, several federal and State agencies were predicting a crisis in our educational system due to the shortage of elementary and secondary school teachers. Early in the 1960's the U.S. Office of Education predicated that the nation would have a cumula-

tive deficit of 125,000 Ph.D.'s by 1971.[1] Both of these forecasts have been proven in error.

Accurate projections of future needs are critically important if there is to be rational planning in higher education. An example of the effect of using inaccurate estimates of need can be seen with regard to the aforementioned supply and demand in the teaching profession. The U.S. Bureau of Labor Statistics reports that if current supply patterns of elementary and secondary teachers were to continue, there would be an average of 150,000 more teachers per year than would be needed for the next twelve years.[2] Similarly, the bureau projects an excess of 65,000 doctoral recipients seeking college and university positions over the same twelve-year period.

The nation's most valuable asset is its highly educated manpower; therefore, graduate education in the State of Illinois cannot be based on fortuitous planning, and graduate programs that contribute to manpower oversupply must not continue unabated. Effective review procedures must be available to identify programs that should be phased out; new programs that would create further imbalance in supply and demand must not be approved.

Essential to rational planning of graduate education in Illinois, then, is the adoption of a reliable manpower projection model. The academic labor market projections made by manpower researcher, Allan M. Cartter,[3] and the non-academic manpower projections made by the Commission on Human Resources and Advanced Education[4] provide the most accurate forecasts on which to base graduate education planning in the 1970's. It should be noted that while the graduate manpower projections in the afore-mentioned studies are acknowledged at this time, the Board and its staff have full responsibility for monitoring constantly manpower statistics and for evaluating new studies and revising graduate education policy if the evidence so warrants.

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[1]Allan M. Cartter, and Robert L. Farrell, "Academic Labor Market Projections and the Draft," *The Economics and Financing of Higher Education in the United States: A Compendium of Papers Submitted to the Joint Economic Committee*, (Washington D.C.: GPO, 1969), p. 358.

[2]United States Department of Labor, Bureau of Labor Statistics, *College-Education Workers, 1968–80*, (Washington, D.C.: Bulletin 1676, 1970), p. 14.

[3]Allan M. Cartter, "Trends for the 1970's in Scientific Manpower Supply and Demand," Presentation made at the American Association for the Advancement of Science, 137th meeting, Chicago, (December 27, 1970).

[4]John K. Folger, Helen S. Astin, and Alan E. Bayor, *Human Resources and Higher Education*, (New York: Russell Sage Foundation, 1970), Chap. 3.

GRADUATE EDUCATION

It is generally accepted that graduate education, particularly doctoral-level training, is a national responsibility. Of the 240 institutions offering doctoral degrees, it is estimated that fifty of them produce 90 percent of all doctorates. The National Science Foundation estimates the total cost of graduate education in 1970 to be about equal to the total cost of undergraduate education.[5] Although the costs of undergraduate and graduate education appear to be equal, the ratio of students in each of these levels appears to be about ten to one.

The Office of Education predicts that there will be about 51,600 doctorates awarded in 1976, or approximately 100 percent more than in 1968 (26,000). By 1980, this figure is projected to be 59,600.[6] Projections of the number of doctoral recipients made by the Commission on Human Resources and Advanced Education and by Cartter and Robert Farrell are slightly more conservative. In the former study, the Commission estimates there will be 42,954 recipients in 1975,[7] while the latter authors predict 41,600 recipients in 1976 and 50,900 recipients in 1980.[8]

In the past fifteen years, the distribution of new doctorates in the employment market has been remarkably stable. Between 50 and 60 percent of persons receiving a doctorate have accepted an academic teaching or research position in a college or university, approximately 30 percent accepted research and development positions in business and industry, and the remainder accepted positions in other occupations.[9] As is evident from these findings, approximately 90 percent of all new doctorates are absorbed in academic teaching and in research and development positions.

COLLEGE AND UNIVERSITY TEACHERS

In estimating the future demand for college and university teachers, Cartter and Farrell submit that during the 1970's less than a third of all persons receiving a doctorate will be required for academic positions, and, by the early 1980's, this requirement may be reduced even further to around 20 percent.[10] If this forecast is accurate, as

[5]National Science Board, *Toward a Public Policy for Graduate Education in the Sciences*, (1969), p. 12.
[6]United States Office of Education, *Projections of Educational Statistics to 1978–79*, (Washington D.C.: GPO, 1970), p. 41.
[7]J. K. Folger, et. al., *op. cit.* p. 403.
[8]A. M. Cartter, and R. L. Farrell, *op. cit*, p. 361.
[9]J. K. Folger, et. al., *op. cit.*, p. 45.
[10]A. M. Cartter, and R. L. Farrell, *op. cit.*, p. 357.

many as an additional one-third of the persons receiving doctorates will have to find employment in the nonacademic labor market. The projection model that the authors have used in forecasting academic demand takes into account manpower needed for expansion, replacement due to retirement, and for improving educational quality. The reduction in academic teaching demand can be attributed to several factors, such as the sharp increase in doctoral recipients, younger faculty members with doctorates, and the reduced college enrollment that is projected for the early 1980's.

RESEARCH AND DEVELOPMENT

In the area of organized research and development, the outlook for employment is not entirely unlike the projected demand for college teachers. Figures cited in a 1970 issue of *The Chronicle of Higher Education* from the College Placement Council showed a 40 percent decline in employment offers from business and industry to doctoral recipients.[11] The Commission on Human Resources and Advanced Education has made projections of employment demand based on two different sets of assumptions concerning research and development expenditures.[12] The projections show that, regardless of which set of assumptions is used, the supply of arts and sciences doctorates—assuming current trends—will be much larger than the projected demand.

While it is highly improbable that future doctoral recipients will be unemployed, two employment possibilities could develop. The first situation could have new doctorates displacing persons who have less formal training. In many cases, these displaced individuals may have been adequately qualified for the position, and the employment of a person with a doctorate actually represents underemployment. A second possibility may see persons with a doctorate accepting employment in areas other than those in which they have specialized. Neither of these possibilities represents a justifiable use of such highly trained and valuable manpower. Graduate education, particularly at the doctoral level, should expand moderately and only in those areas in which present studies reveal scholarly manpower shortages.

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[11]Malcolm G. Scully, "Graduates Find it Takes 'Hard Digging' to Get Jobs; Many Ph.D.'s Accept Temporary University Posts," *The Chronicle of Higher Education*, Vol. IV:35, (June 8, 1970), p. 1.
[12]J. K. Folger, et. al., *op. cit.*, p. 73.

Chapter 8
PLANNING AND DEVELOPMENT

Recommendations

The delineation of particular program planning and development in Illinois higher education is the purpose of this chapter. The comments of the first seven chapters and the many committee reports provide background for these recommendations which comprise the entire chapter and are offered, in series, to provide direction to graduate and professional program development.

GENERAL RECOMMENDATIONS

33. **Expand, in general, established programs leading to the Ph.D. to meet demonstrated needs before embarking upon new programs. No new Ph.D. programs will be approved by the Illinois Board of Higher Education before 1972 or until such time when conclusive evidence exists to justify program development in terms of social need and/or economic demand.**
34. **Undertake as appropriate an extensive examination of new and alternative patterns for the delivery of programs (instructional, public service, research) in conjunction with the several systems and task forces.**
35. **Approve and support a limited number of Doctor of Arts degrees, designed to prepare teachers for the junior colleges and senior institutions. The Doctor of Arts will be evaluated fully prior to additional implementation at other institutions. This degree should include:**
    A. **Development of problem-solving ability.**
    B. **Applied work or internship experience.**
    C. **Methods of effective communication and interpretation of information.**

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D. Understanding of and ability to utilize educational technology.

Characteristics of the Curriculum of the New Doctorate should be patterned after the recommendations in the Master Plan report of the Committee on Junior College Teacher Preparation.

36. Initiate a full-scale, intensive study and assessment of program quality utilizing all institutions in the State system, in cooperation with the staff of the Board, and appropriate task forces appointed by the Board.
37. Establish master programs only in those areas where a well defined need and a strong undergraduate program exist to justify the action.
38. Approve no additional specialist degrees pending study by the teacher preparation task force discussed in Recommendation #82.
    A. Those specialist degree programs in subject matter areas shall be phased out by 1972. Programs in areas of educational services, e.g. administration, guidance and counseling are not included. However, continuing programs will be funded subsequently at the Graduate I level.
    B. The teacher preparation task force, which will work closely with the Office of the Superintendent of Public Instruction, State Teachers Certification Board, and other appropriate agencies, will review the specialist degree programs in educational services and make recommendations to the Board as to their continuance, future and development, at the earliest possible date.
39. Urge all institutions of the State's integrated system to emphasize the importance of the teaching function by recognizing exemplary teaching as a major criterion for salary increase, promotion in rank, and granting of tenure.
40. Encourage and recommend financial assistance for the development of programs directed toward the cultural needs of communities throughout the State. Continuing education shall have a high priority.
41. Approve and support well-designed interdisciplinary programs.
42. Approve and support appropriate interinstitutional models, including cooperating nonpublic institutions.
43. Study with the Illinois State Scholarship Commission the need for and the means for providing funds to support a program of student assistance that embraces scholarships, fellow-

ships, loans and research assistantships to maintain students pursuing an advanced degree in the State.

44. Examine admission requirements to determine methods that will make the university more inclusive of special groups, with the possibility of differential procedures in specific instances.
45. Urge faculty and staff throughout the academic community to work with the appropriate colleges to find and motivate potential students from educationally and/or economically deficient backgrounds, particularly those who are members of minority groups.
46. Recommend a program of direct grants by the Board to assist private institutions in the development of programs in critical areas.

HUMAN SERVICES

47. Establish an Institute for Social Problem Research with significant involvement of both the public and private institutions. The organization and governance of the institute shall be determined following a planning study.
    A. The primary purpose of the institute will be to bring to bear the knowledge and methods of all the sciences on solving social problems.
        (1) The institute will draw upon talent from educational institutions and State and local social service agencies to develop a system of indic ors of need to be used in social service delivery.
        (2) The institute also will in iate applied social science research projects among institutions of higher education and in cooperation with State and local service agencies.
    B. The institute will be responsible for assisting the faculty of the various new and expanding graduate programs in undertaking significant applied research projects by:
        (1) Making grants in support of research projects to be undertaken by faculty and students including group and individual efforts.
        (2) Assisting research scholars from the various universities, public and private, who are interested in similar problems to come together in a coordinated effort that will conserve resources and provide a uniform focus for those interests.

(3) Initiating and encouraging intradisciplinary and interdisciplinary sharing of knowledge and resources.

C. The institute will make inventories of and evaluate the social science research activities in the State.

D. The institute will serve as a forum for continuing and increasing interchange between scientists and leaders of society's economic, political, cultural, and other social institutions.

48. Approve and support new programs that prepare a wide variety of applied social scientists and other professionals in areas of human and social need at selected institutions. These programs should include in their curricula broad offerings that cover the knowledge and techniques of the social sciences relevant to the professions, should provide the option of work experience for credit, and should be developed at associate, bachelor's, and graduate levels.

PUBLIC SERVICE

49. Approve and support educational programs designed to prepare students for careers in the public service, including graduate programs, preprofessional programs, and expanded undergraduate offerings in those colleges and universities in Illinois where such programs fall within the scope and mission of the institution.
50. Encourage and support public and private junior and senior institutions as they develop cooperative programs of instruction and reasonable similarity of curricula, share faculty, and facilitate the ready transfer of credits from one public administration program to another. Further, senior institutions should contribute to public service education by supplementing their regular curricula and their career counseling programs with summer and evening classes and by cooperating with each other in the development and execution of special degree and nondegree oriented programs that focus on public service.
51. Support Sangamon State University in the establishment of a graduate program leading to the master's degree in public administration as one of its first efforts. Encouragement should be given to the use of faculty from other institutions and qualified State employees for teaching assignments.
52. Initiate a program leading to the degree of Doctor of Public Administration by 1975 or as soon thereafter as possible. The Board should consider the establishment of a consortium of

universities, public and nonpublic, to offer courses in several sections of the State leading toward the Doctor of Public Administration degree.

53. Approve and support programs, both existing and those being developed, that include internship or work experience as an integral component. A consortium should be formed to coordinate intern programs for all institutions, public and private.
54. Establish a broad-based task force to compile information on the personnel and training needs of government agencies in Illinois, to advise the Board about existing, proposed, and needed educational programs concerned with the administrative and policy-making processes of government for present and prospective public employees of the State, and to make recommendations for the development of liaison capacities to ensure and initiate cooperation among government agencies, public employees and their professional associations, public and nonpublic institutions of higher education. This task force should:
    A. Make recommendations for the establishment and maintenance of a set of statewide standards for a professionally oriented core program in public administration, which, even though taught at different institutions in different forms, would satisfactorily embrace all basic elements.
    B. Survey existing midcareer educational programs for public employees, study present and anticipated needs and demands for such programs, and make recommendations for the development and execution of a comprehensive statewide program of midcareer education for persons at all career levels and from all kinds of public agencies.
    C. Develop and recommend to the Board for recommendation to the General Assembly a proposal to provide for the establishment of internship, scholarship, and sabbatical leave arrangements on a broad scale for students and government employees who wish to further their education in public administration or pursue other professional courses of study germane to their careers in the public service, thereby providing greater assurance that Illinois' needs for public service educational programs will be met adequately. Such a proposal should seek to facilitate the involvement of employees of State of Illinois and local governments in midcareer educational programs by:
        (1) Providing for flexibility in scheduling employee work hours on a daily, weekly, and yearly basis so that em-

ployees who wish to pursue additional educational opportunities can obtain off-duty time during the hours when appropriate course work is scheduled at accessible institutions of higher education.

(2) Subsidizing internship, scholarship, and sabbatical leave programs designed to provide more and better educated manpower for State of Illinois and local governments.

SOCIAL WELFARE AND SOCIAL WORK EDUCATION

55. Encourage and support those colleges and universities offering courses and/or defined programs in undergraduate social welfare to work toward expanding the output of trained social welfare personnel who are qualified to assume career positions within social welfare agencies at the State and local levels.
    A. In the expansion of existing programs, institutions of higher education should merge internship or work-study programs into the typical academic program.
    B. In initiating internship type programs, institutions should maintain close liaison with social welfare agencies so that training will parallel closely the demand in areas that need additional personnel.
    C. Institutions should provide adequate job counseling for students so that they will be aware of opportunities for permanent placement as well as summer and part-time positions.
56. Urge and support community colleges and senior institutions, public and private, to provide for sharing of faculty, facilities, and instructional resources by forming consortia to provide a comprehensive educational program in geographical communities served by the cooperating institutions.
57. Approve and support a cooperative doctoral program at the University of Illinois Jane Addams Graduate School of Social Work at Chicago Circle and at Urbana-Champaign.
58. Recommend funding at Southern Illinois University, Carbondale, for the early establishment of a College of Human Resource Development that would offer graduate work in the area of human services.
59. Recommend funding to enable the University of Illinois to establish additional field teaching centers as local area needs dictate and enrollments justify.

BUSINESS ADMINISTRATION

60. Take into account, among other factors, in defining need, enrollment capabilities in appropriate programs at existing institutions in evaluating proposals for new graduate business programs.
61. Encourage expanded working relationships between the academic community and industry with the intent of providing students with practical business experience while they pursue an academic degree.
62. Urge colleges and universities to cooperate with one another and in concert with local communities in developing educational resource centers for business under the cluster concept, offering programs for credit and noncredit continuing education courses, workshops, seminars, and demonstration courses.

LEGAL EDUCATION

63. Support the University of Illinois College of Law at Urbana-Champaign, in accordance with its proposed plans, as it expands its entering class space as soon as possible, thereby increasing its enrollment capacity from 600 to 1,000.
64. Establish at Southern Illinois University, Carbondale, a law school with a total enrollment of approximately 300 students.
65. Support programs through which the number of graduates from nonpublic law schools will be increased during the next ten years. Appropriate methods for assisting the private law schools to meet this objective need examination. Methods similar to those utilized in the health fields should be explored.
66. Stress that law schools should review constantly existing curricula to be certain that they provide for the needs of a society that is placing greater demands upon the legal profession for legal-clinic practice, court administration, consumer protection, poverty law, and urban law.
67. Urge law faculties to strengthen their relationships with the scholars of other disciplines and to profit by the knowledge and methods of those disciplines, particularly the social and computer sciences.
    A. Legal education courses should be made available to students in the social sciences, in public administration, and in social work.

B. As a corollary, the legal education courses should include courses from the social sciences, particularly those related to human behavior and social change.

68. Acknowledge that the primary responsibility for continuing legal education in Illinois should rest with the Institute on Continuing Legal Education, sponsored jointly by the Illinois State and the Chicago bar associations.
    A. The law schools should cooperate with the institute both in planning and in presentation.
    B. The law schools should continue to offer special programs in various areas to supplement the offerings of the institute.
    C. Law schools should offer a limited number of post-juris doctoral degrees to domestic and foreign students.

SOCIAL JUSTICE

69. Increase the availability to every law enforcement officer of a minimum two-year specialized degree program, which will culminate in either the Associate in Applied Sciences, or the Associate in Arts, as the student chooses.
    A. A two-year degree should be the minimum standard for law enforcement personnel.
    B. If a four-year or graduate degree is desired, transfer courses selected by the student can be articulated into the appropriate four-year senior college or university specialized program.
70. Approve and support continuing education programs for all inservice personnel and provide new educational opportunities for experienced persons preparing to enter some phase of social justice work. This should be a major emphasis in those community colleges and universities where such related programs are offered.
    A. Community colleges and other institutions should offer programs in the correctional institutions and agencies.
    B. Such programs should include study and work-release programs conducted on-site in prisons, youth camps, and other types of correctional facilities.
71. Approve and support new programs at community colleges and universities in such areas as parole and probation, management and administration of correctional facilities, and the training of court-support personnel.

ARTS AND HUMANITIES

72. Encourage the development of specialized centers for innovation, experimentation, and research in the arts, communications, and humanities. These centers will be organized on a regional basis and will include public and private junior and senior colleges and universities.
73. Approve and support programs in which the universities and colleges of Illinois become cultural centers for the creative arts, thereby serving not only the institutional community but the broader community as well.
74. Approve and support those programs in the arts and humanities in which the objectives include the following:
    A. Prepare sensitive and understanding teachers in these fields for all levels of education.
    B. Stimulate the development of creative capacities in everyone who has them, and particularly in future practitioners of the arts.
    C. Prepare professional people for such non-academic educational, and cultural institutions as art associations, community theaters, radio, television, and the press.
    D. Support the research that is essential to relate the continuing relevance of the past to the changing concerns of the present and future.
    E. Enlarge the audiences capable of enjoying the arts of the past and present, both to enrich the quality of life and to broaden the base for their support.
    F. Develop direct participation by nonprofessionals.
    G. Develop programs that combine arts, communications, and humanities fields in new interdisciplinary efforts.
75. Work with other agencies of the State as appropriate to accomplish these objectives:
    A. Review and encourage cooperative arrangements among public and nonpublic institutions—libraries, museums, theaters, art institutes, and communications systems.
    B. Coordinate information on sources of funds for the arts, communications, and humanities.
    C. Provide information on faculty exchange opportunities, artists-in-residence, visiting-artist programs, and overseas programs. Encourage cooperative arrangements.
    D. Consider the possibility of developing an institute for advanced study in the humanities and arts.
    E. Encourage new programs in arts, humanities, and commu-

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nications designed especially to fill the needs of the inner-city and non-urban areas, with special funding available to colleges and universities. Representatives of inner-city and non-urban agencies should participate in the development of this program.

ILLINOIS SCIENCE FOUNDATION

76. Establish and recommend funding for an Illinois Science Foundation to review, stimulate, and coordinate research activities within the State. The foundation should have the following functions:
    A. To provide research support for qualified graduate students and faculty.
    B. To subsidize research projects of special pertinence to Illinois.
    C. To review continuing research activities and advise the Board on the allocation of research monies.

    The foundation should provide support for basic and applied research in all fields—life sciences, physical sciences, social sciences, engineering, the arts, and the humanities. The organization and governance of the foundation shall be determined following a planning study which will involve the public and private institutions.

TEACHER PREPARATION

77. Approve and support the development of innovative, imaginative programs that strive to develop further processes of instruction and to prepare teachers, in collaboration with the Office of Superintendent of Public Instruction and the State Teachers Certification Board.
78. Approve and support intercampus systems networks and programs that will prepare teachers to use new technological methods on both the graduate and undergraduate levels.
79. Approve and support programs that prepare additional teachers in those occupational fields in which need is evidenced. Consider proposals to develop new curricula at the baccalaureate, master's and doctor of arts levels to prepare teaching personnel to staff career programs at the community college, elementary, and secondary levels.
80. Approve and support the development of new degree programs in the various occupations or the realignment of exist-

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ing programs that recognize, through credit equivalencies, demonstrated skills and competencies gained in the world of work. Such programs would be useful particularly in the implementation of new models for the preparation of teachers in the occupations.

81. Limit admission to all Illinois public college and university teacher education programs at the enrollment levels of fall, 1971, pending the availability of information derived from later manpower data.
82. Establish a Task Force on the Education of Teachers in collaboration with the Office of the Superintendent of Public Instruction and State Teachers Certification Board to research present approaches to teacher education and to plan and develop new methods to increase the effectiveness of such preparation. Membership on this task force will be statewide and will include members from public and private institutions within the State system, students in teacher preparation programs, those currently teaching, persons from the offices and agencies related to teacher education, and parents and citizens representing the public at large. The task force goal:
    A. Conduct an evaluation of all teacher preparation programs in the State. As a part of this study, each institution will submit a self-evaluation, following a format designed in cooperation with the task force. The completed evaluation report should be submitted to the Board for action in the spring of 1972.
    B. Study admission requirements for teacher education programs. This study should incorporate an assessment of:
        (1) Those concepts and attitudes on which the faculty may need to counsel the candidate during his teacher education program, including the candidate's self-concept as it pertains to the model of "teacher"; his perceptions of different learning styles; his attitudes toward all types of children and adults; his commitment to the teaching profession.
        (2) Methods of including students from indigenous populations and from lower socioeconomic levels of society in teacher education programs.
    C. Gather information on educational problems from which would emerge justification for changes in teacher preparation programs.
    D. Gather information on and evaluate existing experimental teacher education programs.

E. Design and plan methods for implementing by academic field models of teacher preparation. These models should incorporate teaching internships at various points in the undergraduate program.

F. Study current methods of teacher certification. Consideration should be given to such factors as evaluation of the teaching internship, effects of the candidate's teaching upon the learner, provision for including individuals who have different styles of teaching.

G. Develop and recommend a master plan for special education and for occupational education programs in higher education.

83. Establish a work study commission comprised of representatives of the Office of the Superintendent of Public Instruction, the Illinois Association of School Boards, the Board of Higher Education, the representative governing boards, prominent national experts and others as appropriate to evaluate the operations of the several laboratory schools at Illinois public universities. The commission will make recommendations to the Board as the support of the schools on an individual basis by January, 1972.